

MINNESOTA GOVERNMENTS:

HUMAN RIGHTS AND DIVERSITY SURVEY

SUBURBAN HENNEPIN REPORT

MAY 18, 1992

CURA RESOURCE COLLECTION

Center for Urban and Regional Affairs
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330 Humphrey Center

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A joint project of:

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Suburban Hennepin Anti-Racism Committee

West Hennepin Human Services Planning Board

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Copies of this report can be obtained from:

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SUMMARY OF REPORT

City governments within Hennepin County were surveyed as to the programs and activities they were administering in the areas of human rights and diversity. Fifty-five percent of cities in suburban Hennepin responded to the survey. Responding city staff members indicated that the actions of city governments in these areas are predominately limited to the promoting and insuring of equal rights for individuals within government jurisdictions. Cities with human rights/relations commissions: 1) held a broader view of city governments roles and responsibilities in the areas of human rights and diversity; and 2) responded to complaints with "No-Fault Grievances." Cities without human rights/relations commissions tend to refer most cases to the Minnesota Department of Human Rights.

INTRODUCTION

The Human Rights and Diversity Survey of city governments was initiated as a first step in understanding the environment for human rights and diversity in suburban Hennepin County. The project was initiated by the Suburban Hennepin Anti-Racism Committee. The survey research was conducted by West Hennepin Human Services Planning Board in conjunction with the League of Minnesota Human Rights Commissions.

The survey is basically a self-evaluation by municipalities. The findings reveal what municipal activities are in the areas of human rights and diversity and their perception of how well they are doing in dealing with issues and complaints that arise.

Because this is a self-evaluation, it does not in any way reveal the effectiveness of municipalities in responding to discrimination complaints and in promoting diversity.

The key to thinking about this survey is: what is the role and responsibilities of city governments in the areas of human rights and diversity? Is their role that of a mechanism which sets and enforces the belief that all individuals should be treated equal regardless of gender, race, creed, incomes, physical abilities, etc.; or should city government go beyond the enforcing of rights and serve as a leader in the recognition and appreciation of diversity.

This survey and this report were coordinated by Dan Niziolek, a student intern from the University of Minnesota. This internship was funded by the Center for Urban and Regional Affairs.

SURVEY AND SAMPLE DESCRIPTION

The findings in this report are based upon a survey of suburban city governments within Hennepin County. In February of this year, all suburban Hennepin municipalities were mailed a questionnaire (see Appendix II) asking specific questions about the types of activities and programs they were administering within the areas of human rights and diversity. Follow-up telephone calls were conducted two weeks later, and a second questionnaire was sent to those cities requesting another one. A total of 24 cities responded, resulting in a response rate of 55%. In follow-up telephone calls, a number of respondents indicated that they were not going to respond because they believed that "there were a low number of issues and actions in the area of human rights" in their communities.

In requesting responses to the survey, the confidentiality of all participating cities was assured. Therefore, no individual cities are identified in this report.

In terms of total population and racial composition, the responding cities represent a fairly representative sample of all the suburban Hennepin city governments. There is an over-representation of larger and more diverse cities. Cities greater than 20,000 in population represent 42% of the responding cities sample and 30% of all the cities. There is also an over-representation of inner-ring suburbs. Forty-one percent of respondents were from inner-ring suburbs, while 27% of all cities in suburban Hennepin are inner-ring. Racially, responding cities tended to be slightly more diverse, with a lower percentage of responding cities having a minority population of less than 5%.

THE FINDINGS OF THE SURVEY

The activities and programs of city governments within the areas of human rights and human diversity appear to be predominately limited to promoting and insuring equal rights for all individuals within governmental jurisdictions. While over 83% of the respondents indicated that their cities were active in promoting their government as an "equal opportunity employer" and 54% were working to insure equal accessibility in public areas, only 37% were active in the recognition and appreciation of human diversity. To more fully understand this, three areas of government efforts will be reviewed: insuring human rights, appreciating human diversity, as well as human rights/relations commissions.

I. Promoting and Protecting Human Rights

City governments are generally active in working towards achieving and maintaining the standards established by state and federal legislation including most recently the American with Disabilities Act of 1990. Fewer cities are active in the setting of human rights standards and in the handling of human rights complaints.

Only four of the responding cities have enacted human rights ordinances. Of these four, two are inner-ring suburbs and two are outer-ring, rural communities. The ordinances in the two inner-ring suburbs tend to be broader in what populations are included in the ordinance.

Most of the cities operate only under the Minnesota Human Rights Laws. This limits the directive and enforcement powers of cities in settling discrimination complaints. Without a city ordinance, judgements are legally binding only through the State Department of Human Rights and the court system. Consequently, the state and not the cities, decide the remedies to correct discriminatory practices.

This reliance on state legislation and adjudication is evident in the structure and practices of suburban Hennepin city governments. In a majority of the cities, 75%, the promotion and protection of human rights involves: 1) their personnel departments practices of recruiting and employing women, minorities, and persons with disabilities, and 2) the use of the State Human Rights Department and the courts as the mediators in discrimination complaints.

A number of cities have taken a greater role in promoting and insuring human rights. One-third of the cities have instituted a human rights or relations commission as part of their governmental structure. Six out of the eight, or 75% of the commissions have been granted the power by the state to use "No-Fault Grievance" procedure, resulting in an increase of the city government's ability to determine remedies for discrimination practices. Although the parties involved in discrimination complaints are not legally bound to participate in the process, "No-Fault" gives cities the opportunity to mediate discrimination directly within their city. In 1990, human rights commissions practicing "No-Fault" were able to mediate greater than 70% of the complaints formally filed with their city governments. This percentage is based upon four of the six cities, since two respondents were uncertain as to the percentage mediated through their cities' human rights commissions.

In addition, five out of the eight or 63% of the human rights commissions are active in educating the public on how to file discrimination complaints. Respondents of cities without commissions indicated their cities were not active in this area.

In some of the cities without commissions, there appears to be a lack of clarity in regards to the handling of discrimination complaints within those cities. In fact, 25% of the respondents from cities without commissions did not know who handled discrimination complaints in their city (this represents 15% of the total respondent sample). An additional 25% of the respondents without commissions were uncertain as to how the responsible agency, in most cases their city attorney, handled discrimination complaints. One must note that the respondents of this survey were city personnel who are more likely to be better informed of this information than the general public.

Respondents offered mixed evaluations of their cities efforts in these areas:

- 75% felt their city was doing well in promoting equal opportunity
- 50% felt their city was doing well in insuring equal accessibility
- 10% felt their government needed to exert greater effort in promoting equal opportunity
- 40% felt their government need to exert greater effort in insuring equal accessibility

- 25% (all from cities with commissions) felt their government was doing well in handling discrimination complaints
- Only one respondent indicated their city needed to exert greater effort in handling discrimination complaints
- Less than 20% of the respondents felt their city was doing well in regards to educating the public on filing discrimination complaints.

II. Recognition and Appreciation of Diversity

Suburban Hennepin city governments have also been active in recognizing and appreciating human diversity; however, these efforts have been almost exclusively limited to cities with human rights commissions. With the exception of three cities, commissions were responsible for most city government efforts directed at recognizing and appreciating human diversity. Consequently, less than 40% of the respondents indicated their city has administered any actions directed at the recognition and appreciation of diversity.

These actions were generally focused on cultural diversity awareness and appreciation. Between 25% and 33% of the cities were reported to have administered multi-cultural events, sponsoring cultural diversity awareness programs, and work with schools in developing diversity awareness and appreciation programs.

Cities were less involved in programs aimed at gender-fair and equal accessibility awareness, the promoting of observance of historical events of "protected classes," and in working with specific community groups in regards to diversity and discrimination issues. In fact less than 21% of the cities were reported as administering programs in these areas.

Respondents expressed a need for city governments to be more active in the areas of diversity awareness and appreciation.

- at least 33% of the respondents indicated that their government needs to exert a greater effort : 1) in increasing the public's awareness and appreciation of diversity, and 2) with increasing their city's recognition of diversity through diversity and discrimination programs. These two areas represent two of the three areas most often chosen by respondents as areas in which their governments need to exert greater effort. The other was insuring equal accessibility.
- less than 33% of the respondents felt their government was doing well in many of the areas of diversity awareness and appreciation.

III. Human Relations/Rights Commissions

Cities with human rights/relations commissions appear to be experiencing more demands to deal with diversity-related issues. Survey responses indicated that there are greater diversity-related demands placed on cities with commissions. Demographics indicate that cities with commissions are larger and slightly more racially diverse than cities without commissions. There are no cities under 20,000 with human right/relations commissions.

A majority of respondents from cities with commissions indicated that the efforts of individuals and organizations, in conjunction with the experiences of their city accounted for the existence of their city's human rights/relations commission.

- 37% felt the existence of their commission was in part due to significant diversity in their city's population
- 25% felt the existence of their commission was in part due to no significant diversity in their city's population
- 63% of the respondents felt the efforts of individuals and organizations were in part responsible for the existence of their city's commission.

Human rights/relations commissions were evaluated favorably by respondents from cities with commissions.

- 37% felt that the effectiveness of the process was responsible for the existence of their commission
- 100% of the respondents recommended other cities implement city human rights/relations commissions.

Over 60% of the respondents from cities without commissions felt the lack of a commission is due to no significant diversity in their city's population and to the few number of complaints in their city.

CONCLUSIONS

- The activities and programs of suburban Hennepin governments within the area of human rights and diversity appear to be predominately limited to promoting and insuring equal rights for all individuals within governmental jurisdictions.
- City efforts outside of governmental jurisdictions appeared to be limited.
- Cities with human rights/relations commissions hold a broader view , exemplified in their actions, of the roles and responsibilities of governments in the areas of human rights and diversity.
- Most respondents (city staff) feel their city governments are doing well in promoting equal opportunity.
- Respondents were most likely to indicate their cities need to exert greater effort in:
 - increasing city recognition of diversity
 - increasing equal accessibility
 - increasing diversity awareness and appreciation in the general public.
- Few cities have enacted human rights ordinances as mechanisms of enforcement of equal rights.
- Cities with human right/relations commissions tend to handle discrimination complaints through "No-Fault Grievance," whereas cities without commissions generally refer cases to the State Department of Human Rights.

APPENDIX II

SAMPLE OF COVER LETTER AND
SURVEY SENT OT MUNICIPALITIES

**MINNESOTA CITY GOVERNMENTS:
HUMAN RIGHTS AND DIVERSITY SURVEY**

Information collected from this survey will be used to determine what type of assistance would be most beneficial for Minnesota City Governments in effectively addressing the issues of equal opportunity within their communities.

NAME OF CITY:

DEPARTMENT OF RESPONDENT:

POSITION OF RESPONDENT:

NAME OF RESPONDENT (OPTIONAL):

For each question, check all the responses which most accurately describe your city. If none of the answers are correct, please specify the correct response.

- 1) Please check the statements that most accurately describe the extent and type of demographic changes which have occurred in your city's population over the last 5 years.

- a) ☐ essentially no change
b) ☐ minimal change
c) ☐ significant change
d) ☐ do not know

Racial Diversity	Income Diversity	Age Diversity	Abilities Diversity
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

- 2) Please indicate the boards, departments, and commissions which comprise your city government.

- | | |
|---|---|
| a) <input type="checkbox"/> parks and recreation | f) <input type="checkbox"/> human rights\relations |
| b) <input type="checkbox"/> planning and zoning | g) <input type="checkbox"/> police |
| c) <input type="checkbox"/> community development | h) <input type="checkbox"/> public works |
| d) <input type="checkbox"/> personnel | i) <input type="checkbox"/> human services |
| e) <input type="checkbox"/> housing | j) <input type="checkbox"/> youth |
| k) <input type="checkbox"/> health services | l) <input type="checkbox"/> none |
| | m) <input type="checkbox"/> other(s) (please specify) |

- 3) Does your city have a Human Rights Ordinance?

- a) ☐ no
b) ☐ yes; year enacted _____

If yes,

- a) Please indicate the forms of discrimination forbidden within your Human Rights Ordinance and the areas in which they apply.

- 1) racial discrimination
2) sex discrimination
3) ethnic discrimination
4) religious discrimination
5) disability discrimination
6) age discrimination
7) affectional preference
8) other(s) (please specify)

Housing	Education	Employment	Public Services	Public Accommodations	Other(s) (Please Specify)
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

- 4) In 1990, how many, if any, human rights complaints were formally filed through your city government? (Please include complaints referred to your city government by the Minnesota Department of Human Rights). _____

If any,

- a) Please write in the approximate number of complaints which fell into each of the following categories.

- | | |
|---------------------------------|----------------------------------|
| 1) ___ sex discrimination | 5) ___ disability discrimination |
| 2) ___ ethnic discrimination | 6) ___ age discrimination |
| 3) ___ religious discrimination | 7) ___ do not know |
| 4) ___ racial discrimination | 8) ___ other(s) (please specify) |

- b) How many, of the total number of complaints, were referred to your city government by the Minnesota Department of Human Rights? _____

- 5) In your city, what governmental agency or agencies are responsible for the handling of discrimination complaints. Do not include complaints which are handled internally by city departments. (Please write in the contact person of the agency(s) you check).

- a) ___ Municipal Human Rights\Relations Commission: _____
- b) ___ Municipal Personnel Department: _____
- c) ___ Municipal Human Services Department: _____
- d) ___ City Attorney: _____
- e) ___ Police Department: _____
- f) ___ None; refer to the Minnesota Department of Human Rights _____
- g) ___ Do Not Know _____
- h) ___ Others (Please Specify): _____
- _____

- 6) What are the practices of this agency(s) in regards to discrimination complaints? (If you checked more than one agency in question 5, use the first column of spaces for the first agency your checked, the second column for the second agency, etc).

- a) ___ ___ ___ No-Fault Grievance Procedure
- b) ___ ___ ___ Investigation of complaints
- c) ___ ___ ___ Binding mediation between the parties
- d) ___ ___ ___ Non-binding mediation between the parties
- e) ___ ___ ___ Refer case(s) to the Minnesota Department of Human Rights
- f) ___ ___ ___ Refer to another decision-making body
(specify): _____
- g) ___ ___ ___ Sponsor new municipal practices or ordinances
- h) ___ ___ ___ Do not know
- i) ___ ___ ___ Other actions (Please Specify)
- _____

7) Please indicate any other diversity programs and human rights practices which have been administered by your city government during the last 2 years. Place a check in the column of the agency(s) primarily responsible for managing these programs and practices.

Human Rights Commiss
Personnel Department
Human Services Departm
Do Not Know
Other(s) (Please Specify)

a) promote city government as an "equal opportunity employer"

— — — — —

b) encourage recruitment and employment of women, minorities, and persons with disabilities

— — — — —

c) sponsor public awareness programs on:

1) cultural diversity

— — — — —

2) gender-fair

— — — — —

3) equality in accessibility

— — — — —

d) sponsor public education campaign on filing discrimination complaints

— — — — —

e) sponsor multi-cultural festivals or events
 (total number of events in 1990 =)

— — — — —

f) promote observance of important historical occurrences in the history of:

1) women

— — — — —

2) racial and ethnic groups

— — — — —

3) persons with disabilities

— — — — —

g) work with schools in developing diversity awareness and appreciation programs

— — — — —

h) work towards equal accessibility in:

1) public areas

— — — — —

2) private sector

— — — — —

(e.g. businesses, churches)

i) work with specific groups in regards to diversity and discrimination issues:

1) Business Groups

— — — — —

2) Labor Groups

— — — — —

3) Civic Groups

— — — — —

4) Religious Groups

— — — — —

j) research other cities' human rights practices

— — — — —

k) none

— — — — —

l) do not know

— — — — —

m) other(s) (Please Specify)

— — — — —

8) Please indicate in which of the following areas you feel your city government is doing well.

- a) ☐ promoting equal opportunity
- b) ☐ handling discrimination complaints
- c) ☐ education on filing discrimination complaints
- d) ☐ insuring equal accessibility
- e) ☐ increasing diversity awareness and appreciation in schools
- f) ☐ increasing diversity awareness and appreciation in the general public
- g) ☐ city recognition of diversity through:
 - 1) ☐ diversity and discrimination programs
 - 2) ☐ multi-cultural events
 - 3) ☐ observance of significant events in the history of various social groups
- h) ☐ none
- i) ☐ do not know
- j) ☐ other(s) (Please Specify)

9) Please indicate in which of the following areas you feel your city government needs to exert greater effort.

- a) ☐ promoting equal opportunity
- b) ☐ handling discrimination complaints
- c) ☐ education on filing discrimination complaints
- d) ☐ insuring equal accessibility
- e) ☐ increasing diversity awareness and appreciation in schools
- f) ☐ increasing diversity awareness and appreciation in the general public
- g) ☐ increasing city recognition of diversity through:
 - 1) ☐ diversity and discrimination programs
 - 2) ☐ multi-cultural events
 - 3) ☐ observance of significant events in the history of various social groups
- h) ☐ none
- i) ☐ do not know
- j) ☐ other(s) (Please Specify)

10) Please indicate non-city government community organization(s) active in diversity and human rights issues within your city.

- | | |
|--|---|
| 1) <input type="checkbox"/> United Way | 8) <input type="checkbox"/> Youth Groups |
| 2) <input type="checkbox"/> Chamber of Commerce | 9) <input type="checkbox"/> Family Support Groups |
| 3) <input type="checkbox"/> Civic Groups | 10) <input type="checkbox"/> Labor Groups |
| 4) <input type="checkbox"/> Parent-Teacher Groups | 11) <input type="checkbox"/> School District |
| 5) <input type="checkbox"/> Focused Business Groups | 12) <input type="checkbox"/> None |
| 6) <input type="checkbox"/> Minority Representative Groups | 13) <input type="checkbox"/> Do Not Know |
| 7) <input type="checkbox"/> Religious Groups | 14) <input type="checkbox"/> Other(s) (specify) |

10) Continued.

If any,

a) Please indicate the type of activities these organizations have coordinated.

1) ☐ public awareness programs on:

- a) ☐ cultural diversity
- b) ☐ gender-fair
- c) ☐ equality in accessibility
- d) ☐ filing of discrimination complaints

2) ☐ multi-cultural festivals or events

3) ☐ observance of important historical occurrences in the lives of:

- a) ☐ women
- b) ☐ racial and ethnic groups
- c) ☐ persons with disabilities

4) ☐ work with schools in developing diversity awareness and appreciation programs

5) ☐ work on equality in accessibility

6) ☐ do not know

7) ☐ other(s) (please specify)

IF YOUR CITY GOVERNMENT OPERATES WITHOUT A MUNICIPAL HUMAN RIGHTS\RELATIONS COMMISSION, PLEASE ANSWER QUESTIONS 11 AND 12. IF YOUR CITY OPERATES WITH A HUMAN RIGHTS\RELATIONS COMMISSION PLEASE ANSWER QUESTIONS 13 THROUGH 17.

11) What factors do you feel account for the fact that your city government operates without a municipal human rights\relations commission?

- a) ☐ no significant diversity in your city's population
- b) ☐ significant diversity in your city's population
- c) ☐ few to no human rights complaints in your city
- d) ☐ effectiveness of current processes
- e) ☐ public sentiment
- f) ☐ monetary considerations
- g) ☐ never considered
- h) ☐ do not know
- i) ☐ other factor(s) (Please Specify)

12) Are there any other comments, insights, or recommendations that you would like to add concerning human rights issues and city governments?

THANK YOU FOR YOUR ASSISTANCE!!

- 13) What factors do you feel account for the existence of a municipal human rights\relations commission in your city?
- a) ☐ significant diversity in your city's population
 - b) ☐ no significant diversity in your city's population
 - c) ☐ few to no human rights complaints in your city
 - d) ☐ a significant number of human rights complaints in your city
 - e) ☐ public sentiment
 - f) ☐ effectiveness of process
 - g) ☐ monetary considerations
 - h) ☐ efforts of organization(s)
 - i) ☐ efforts of individual(s)
 - j) ☐ do not know
 - k) ☐ other factor(s) (Please Specify)
- 14) In 1990, what percentage of the discrimination complaints formally filed in your city were mediated by your human rights\relations commission?
- _____
- 15) Does your human rights\relations commission have enforcement powers?
- a) ☐ yes
 - b) ☐ no
- 16) Would you recommend other cities to implement a municipal human rights\relations commission?
- a) ☐ yes
 - b) ☐ no (please specify)
- 17) Are there any other comments, insights, or recommendations that you would like to add concerning human rights issues and city governments?

THANK YOU FOR YOUR ASSISTANCE!!

February 19, 1992

Dear City Manager/City Clerk:

I am writing to inform you of an effort by the League of Minnesota Human Rights Commissions (LMHRC) to further assist city governments in addressing the issues of equal opportunity within their communities. The LMHRC is an organization committed to promoting city efforts in the areas of human rights and diversity. Given current demographic changes and recently enacted legislation, an increasing number of cities are being challenged with focusing more energy on insuring equal opportunity. The purpose of this project is to develop an information base which defines the current needs and efforts of cities, so as to be able to create resources which are beneficial to cities addressing Human Rights and Diversity issues.

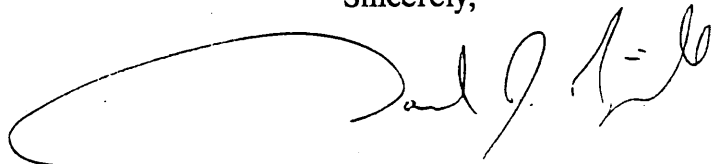
The LMHRC is composed of many of the City Human Rights\Relations Commissions within Minnesota. The League assists cities by 1)working with the Minnesota Human Rights Department to promote the interests of cities, 2)providing technical assistance to cities implementing Human Rights Commissions, and 3)providing resources on effective programs and policies regarding equal opportunity and diversity. These efforts require an information base defining the needs and successful efforts of cities in regards to the handling of equal rights and diversity issues.

To collect this information, the LMHRC is sponsoring a survey to be answered by management level staff of city governments throughout the state of Minnesota. The survey is in a check-off format to increase the ease, speed, and accuracy of completion. Pretesting indicated a completion time of less than 30 minutes. Responses from all the cities will be compiled into a summary report, focusing on data in the aggregate and on some case examples of city efforts that have been effective. The confidentiality of all participating cities will be respected. Summary reports will be mailed to all participating cities. We believe that this information will be beneficial to your city in learning about the efforts in other cities and in the subsequent assistance available from the LMHRC.

Your assistance in this project is very important. Your responses will be the source for understanding the areas in which cities would benefit from assistance as well as areas in which cities have developed effective programs and policies. Please complete and return the survey in the enclosed envelope by March 2nd. If you have any questions regarding the survey or the LMHRC please feel free to call me at 441-3675.

Thank you for your time and assistance.

Sincerely,

A handwritten signature in dark ink, appearing to read "Daniel J. Niziolek", with a large, sweeping loop at the end.

Daniel J. Niziolek
Project Coordinator
League of MN
Human Rights Commissions